103D CONGRESS 1ST SESSION

H. R. 1720

To amend the Federal Water Pollution Control Act to provide special funding to States for implementation of national estuary conservation and management plans, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

APRIL 19, 1993

Mrs. Lowey (for herself, Ms. Delauro, Mr. Shays, Mr. Bonior, Mr. Brown of California, Mr. Conyers, Mr. Waxman, Mrs. Kennelly, Ms. PELOSI, Mr. MANTON, Mr. GEJDENSON, Mr. MILLER of California, Mr. HOCHBRUECKNER, Mr. McDermott, Mr. Machtley, Mr. Laughlin, Mr. Frost, Mr. Owens, Mr. Towns, Mrs. Maloney, Miss Collins of Michigan, Mr. Dellums, Mr. Weldon, Mr. Bacchus of Florida, Mr. MARTINEZ, Mr. BERMAN, Mr. RAVENEL, Mr. HASTINGS, Mr. BLACKWELL, Ms. FURSE, Mr. TORRES, Mr. ANDREWS of Maine, Mr. PAYNE of New Jersey, Mr. Ackerman, Mr. Hinchey, Ms. Norton, Mr. SANDERS, Mr. Kreidler, Ms. Eshoo, Mr. Beilenson, Mr. Engel, Mr. MARKEY, Mrs. JOHNSON of Connecticut, Mr. Nadler, FALEOMAVAEGA, Ms. HARMAN, Ms. WATERS, Mr. DICKS, Mr. SERRANO, and Mr. REED) introduced the following bill; which was referred jointly to the Committees on Merchant Marine and Fisheries and Public Works and Transportation

A BILL

To amend the Federal Water Pollution Control Act to provide special funding to States for implementation of national estuary conservation and management plans, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

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- 2 This Act may be cited as the "DeLauro-Lowey Water
- 3 Pollution Control and Estuary Restoration Act".
- 4 SEC. 2. FINDINGS AND PURPOSES.
- 5 (a) FINDINGS.—The Congress finds the following:
- 6 (1) The Nation's estuaries are a vital natural 7 resource to which many regional economies are 8 closely tied.
 - (2) Many of the Nation's estuaries are under a severe threat from point source pollution and polluted run-off (nonpoint source pollution) and from habitat alteration and destruction.
 - (3) Only through expanded investments in waste water treatment and other water and sediment pollution control and prevention efforts can the environmental and economic values of the Nation's estuaries be restored and protected.
 - (4) The National Estuary Program created under the Federal Water Pollution Control Act has significantly advanced the Nation's understanding of the declining condition of the Nation's estuaries.
 - (5) The National Estuary Program has also provided precise information about the corrective and preventative measures required to reverse the degradation of water and sediment quality and to

- halt the alteration and destruction of vital habitat inthe Nation's estuaries.
 - (6) The level of funding available to States, municipalities, and the Environmental Protection Agency for implementation of approved conservation and management plans is inadequate, and additional financial resources must be provided.
 - (7) Funding for implementation of approved conservation and management plans should be provided under the State revolving loan fund authorized in title VI of the Federal Water Pollution Control Act.
 - (8) Authorization levels for State revolving loan fund capitalization grants should be increased by an amount necessary to ensure the achievement of the goals of the Federal Water Pollution Control Act.
 - (b) Purposes.—The purposes of this Act are—
 - (1) to expand and strengthen efforts to combat the serious and growing water and sediment quality problems in estuaries of national significance identified under the Federal Water Pollution Control Act;
 - (2) to provide significant levels of Federal assistance to States and municipalities seeking to implement comprehensive conservation and management plans for those estuaries;

1	(3) to reauthorize section 320 of the Federal
2	Water Pollution Control Act in order to improve the
3	development and implementation of comprehensive
4	conservation and management plans for those estu-
5	aries; and
6	(4) to extend and increase Federal support for
7	the State water pollution control revolving fund pro-
8	gram in order to address various water and sediment
9	quality problems in the waters of the United States.
10	SEC. 3. EXTENSION OF WATER POLLUTION CONTROL RE-
11	VOLVING LOAN FUND PROGRAM.
12	(a) Allotment Formula.—Section 604(a) of the
13	Federal Water Pollution Control Act (33 U.S.C. 1383(a))
14	is amended—
15	(1) by striking "Sums authorized" and insert-
16	ing "Except as provided in section 608, sums au-
17	thorized"; and
18	(2) by striking "and 1990" and inserting
19	"through 1999".
20	(b) Funding.—Section 607 of such Act (33 U.S.C.
21	1387) is amended by striking "the following sums:" and
22	all that follows through the end of the section and insert-
23	ing the following: "\$4,000,000,000 for each of the fiscal
24	years 1994 and 1995, and \$5,000,000,000 for each of the
25	fiscal years 1996, 1997, 1998, 1999, and 2000.".

1	SEC. 4. FUNDING FOR IMPLEMENTATION OF ESTUARY CON-
2	SERVATION AND MANAGEMENT PLANS.
3	Title VI of the Federal Water Pollution Control Act
4	(33 U.S.C. 1381 et seq.) is amended by adding at the end
5	the following:
6	"SEC. 608. CAPITALIZATION GRANTS TO STATES FOR IM-
7	PLEMENTING ESTUARY CONSERVATION AND
8	MANAGEMENT PLANS.
9	"(a) Set-Aside for Implementing Approved
10	Plans.—
11	"(1) Set-aside.—
12	"(A) IN GENERAL.—Of amounts appro-
13	priated under the authority of section 607 for
14	each fiscal year, the applicable percentage
15	under subparagraph (B) shall be used by the
16	Administrator to make capitalization grants
17	under this title to qualified States.
18	"(B) PERCENTAGE.—For purposes of sub-
19	section (A), the applicable percentage is—
20	"(i) 2.5 percent for fiscal year 1994;
21	"(ii) 5 percent for fiscal year 1995;
22	"(iii) 7.5 percent for fiscal year 1996;
23	"(iv) 10 percent for fiscal year 1997;
24	"(v) 12.5 percent for fiscal year 1998;
25	"(vi) 15 percent for fiscal year 1999;
26	and

1	"(vii) 15 percent for fiscal year 2000.
2	"(2) Allocation.—Of amounts required under
3	paragraph (1) to be used for grants to qualified
4	States for a fiscal year, the Administrator shall allo-
5	cate to each qualified State an amount equal to—
6	"(A) the total amounts required under
7	paragraph (1) to be used for such grants for
8	that fiscal year, multiplied by
9	"(B) the percentage specified by the Ad-
10	ministrator for the fiscal year for that State
11	under paragraph (3)(B).
12	"(3) Determination of state needs.—Not
13	later than 120 days after the date on which all
14	qualified States have submitted under paragraph
15	(4)(A) estimates of the needs of the States for finan-
16	cial assistance for a fiscal year, the Administrator
17	shall—
18	"(A) determine the needs of each qualified
19	State for financing implementation of approved
20	estuary plans in the fiscal year, based on those
21	State estimates; and
22	"(B) submit to the Congress a report de-
23	scribing those needs for all qualified States, in-
24	cluding specifying for each qualified State a
25	percentage for purposes of paragraph (2)(B)

representing such needs of the qualified State relative to such needs of all qualified States.

"(4) STATE ESTIMATE OF NEEDS.—

- "(A) Submission.—Not later than July 1 of each year, each qualified State shall submit to the Administrator an estimate of the needs of the State for financial assistance for implementing, monitoring, and enforcing approved estuary plans in the next fiscal year. Such estimates may be included in a qualified State's intended use plan under section 606(c), and shall maximize economical planning, design, and construction.
- "(B) Consultation.—In preparing an estimate of needs under this paragraph, a qualified State shall consult with each management conference that is implementing an approved estuary plan under section 320 and of which the State is a member.
- "(C) APPROVAL REQUIRED.—A qualified State may not submit an estimate of need under this paragraph unless the estimate is approved by each management conference under section 320 that is implementing an approved

- estuary plan and of which the State is a member.
- "(5) FAILURE TO SUBMIT ESTIMATE.—A qualified State which does not submit an estimate for a fiscal year in accordance with paragraph (4) shall not be eligible for any allocation under paragraph (2) for that fiscal year.

8 "(b) SEPARATE ACCOUNT.—

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- "(1) ESTABLISHMENT OF ACCOUNT.—A qualified State shall establish a separate account in its water pollution control revolving fund established under this title, which shall be known as an 'Estuary Account'. Amounts of grants to a qualified State under subsection (a) shall be deposited into the Estuary Account established by the State.
- "(2) Use.—A qualified State may use amounts in its Estuary Account only for providing assistance for the purpose of implementing approved estuary plans that apply to the State.

"(c) Types of Assistance.—

"(1) IN GENERAL.—Except as otherwise provided by State law and subject to paragraph (2), amounts in the Estuary Account of a qualified State may be used only for providing the types of assistance described in section 603(d).

1 "(2) Special rules.—

"(A) EXTENDED AMORTIZATION PERIOD.—Notwithstanding section 603(d)(1)(A), a loan made by a qualified State with amounts in the Estuary Account of the State may be for a term of not to exceed 40 years or the useful life of any facility constructed with the loan, whichever is less, if the borrower demonstrates to the State that the borrower is experiencing financial hardship.

"(B) Principal subsidies.—In addition to the types of assistance authorized by section 603(d), a qualified State may use amounts of interest earned on amounts in its Estuary Account to subsidize up to 90 percent of the principal portion of the amount of debt service of an entity referred to in section 603(c)(1) that, notwithstanding the availability of interest free loans under section 603(d)(1)(A) and extended amortization under paragraph (1), the State determines is financially unable to carry out a project that is necessary for the implementation of an approved estuary plan.

24 "(d) STATE MATCHING.—Notwithstanding section 25 602(b)(2), a qualified State shall deposit into its Estuary

1	Account an amount from State funds equal to at least 15
2	percent of amounts deposited into the account in the form
3	of capitalization grants to the State under this section.
4	"(e) Definitions.—In this section:
5	"(1) Approved estuary plan.—The term
6	'approved estuary plan' means a comprehensive con-
7	servation and management plan approved by the
8	Administrator under section 320(h).
9	"(2) ESTUARY ACCOUNT.—The term 'Estuary
10	Account' means a separate account established by a
11	qualified State under subsection (b) in its water pol-
12	lution control revolving fund.
13	"(3) QUALIFIED STATE.—The term 'qualified
14	State' means a State that—
15	"(A) is subject to an approved estuary
16	plan;
17	"(B) has established an estuary account in
18	accordance with subsection (b); and
19	"(C) has fulfilled its responsibilities under
20	section 320 with respect to each management
21	conference under that section of which it is a
22	member.''.

1	SEC. 5. DISCRETIONARY GRANTS FOR IMPLEMENTATION
2	OF ESTUARY CONSERVATION AND MANAGE-
3	MENT PLANS.
4	(a) In General.—Section 320 of the Federal Water
5	Pollution Control Act (33 U.S.C. 1330) is amended by re-
6	designating subsection (k) as subsection (l) and by insert-
7	ing after subsection (j) the following new subsection:
8	"(k) Grants for Implementation of Conserva-
9	TION AND MANAGEMENT PLANS.—
10	"(1) In general.—The Administrator shall
11	make grants to State, interstate, and regional water
12	pollution control agencies and entities, State coastal
13	zone management agencies, interstate agencies,
14	other public or nonprofit agencies, institutions, orga-
15	nizations, Indian tribes, and individuals for imple-
16	mentation of conservation and management plans
17	approved under this section.
18	"(2) Purposes.—Grants under this subsection,
19	shall be made to assist in aspects of implementation
20	of such plans which involve innovative technology,
21	research and development, education, pollution pre-
22	vention, comprehensive land use planning, and other
23	activities not generally funded by the State under
24	this title.
25	"(3) Federal share.—The amount of grants
26	to any person (including a State, interstate, or re-

- gional agency or entity) under this subsection for a
- 2 fiscal year shall not exceed 75 percent of the cost of
- 3 implementation of such plans.
- 4 "(4) AUTHORIZATION OF APPROPRIATIONS.—
- 5 There is authorized to be appropriated to the Ad-
- 6 ministrator to carry out this subsection not to ex-
- 7 ceed \$50,000,000 per fiscal year for each of fiscal
- 8 years 1994 through 2000.".
- 9 (b) Funding for Interim Actions.—Section
- 10 320(g)(2) of such Act (33 U.S.C. 1330(g)(2)) is amended
- 11 by inserting before the period the following: ", and for ap-
- 12 propriate interim actions that are adopted by the manage-
- 13 ment conference and approved in accordance with sub-
- 14 section (h) to protect the water and sediment quality of
- 15 the estuary that is the subject of such a plan".
- 16 (c) Grant Reporting.—Section 320(h) of such Act
- 17 (33 U.S.C. 1330(h)) is amended by striking "subsection
- 18 (g)" and inserting "subsection (i) and that receives a
- 19 grant under subsection (m)".
- 20 (d) Conforming Amendment.—Section 320(g) of
- 21 such Act (33 U.S.C. 1330(g)) is amended by inserting
- 22 "DEVELOPMENT" before "GRANTS.—".

1	SEC. 6. EXTENSION OF CONSERVATION AND MANAGEMENT
2	PLAN DEVELOPMENT GRANT PROGRAM.
3	Section 320(i) of the Federal Water Pollution Control
4	Act (33 U.S.C. 1330(i)) is amended—
5	(1) by inserting "and \$28,000,000 per fiscal
6	year for each of fiscal years 1992 through 2000"
7	after "and 1991"; and
8	(2) by inserting "for fiscal years 1987 through
9	1991, and \$8,000,000 per fiscal year of the sums
10	authorized to be appropriated under this subsection
11	for fiscal years 1992 through 2000," before "to the
12	Administrator of the National".
13	SEC. 7. NATIONAL ESTUARY PROGRAM IMPROVEMENT.
14	(a) Management Plans.—Section 320(b) of the
15	Federal Water Pollution Control Act (33 U.S.C. 1330(b))
16	is amended—
17	(1) by striking the matter preceding paragraph
18	(1) and inserting the following:
19	"(b) Purposes of Conference.—The purpose of
20	any management conference convened with respect to an
21	estuary under this section shall be to ensure, through a
22	comprehensive planning process, full coordination and full
23	implementation of the requirements of sections 303,
24	304(l), $305(b)$, 319 , 402 and 404 of this Act and the
25	Coastal Zone Management Act of 1972, and to identify,
26	plan, and ensure implementation of additional measures

- 1 necessary to achieve compliance with water quality stand-
- 2 ards and to protect existing and designated uses of coastal
- 3 waters. To achieve these purposes a management con-
- 4 ference shall:";
- 5 (2) by redesignating paragraphs (1) through
- 6 (7) in order as paragraphs (2), (3), (4), (6), (8),
- 7 (10), and (11);

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- 8 (3) by inserting before paragraph (2), as so redesignated, the following new paragraph:
 - "(1) conduct within one year after the convening of the conference a literature survey to identify existing information on the environmental health of the estuary;";
 - (4) by inserting after paragraph (4), as so redesignated, the following:
 - "(5) identify within 3 years after the convening of the conference the major environmental problems and priorities that the comprehensive conservation and management plan will address;";
 - (5) in paragraph (6), as so redesignated, by inserting ", within 5 years after the date on which the management conference is convened and in accordance with the applicable guidance document published under subsection (e)," after "plan";

1 (6) in paragraph (6), as so redesignated	·
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2 serting "(including policies enforceable und	er State
3 law)" after "actions";	
4 (7) by inserting after paragraph (6), a	as so re-
5 designated, the following:	
6 "(7) submit to the Administrator in	the first
year following the convening of the conference	ence, an
8 initial 5-year budget for the development of	the con-
9 servation and management plan, and revi	ise such
budget on an annual basis;";	
(8) by inserting after paragraph (8), a	as so re-
designated, the following:	
13 "(9) conduct an analysis, within 3 year	ars after
the convening of the conference, of any characteristics.	anges to
State statutory authority that will be require	ed to im-
plement the conservation and management p	olan, and
update such analysis on an annual basi	s there-
after;'';	
19 (9) in paragraph (10), as so redesign	ated, by
striking "and" after the semicolon;	
(10) in paragraph (11), as so redesign	ated, by
striking the period and inserting a semicolon	•
23 (11) by inserting after paragraph (11), as so

redesignated, the following:

"(12) identify all Federal activities (including development projects, financial assistance programs, and licensing and permitting activities) that may affect the requirements and objectives of the conservation and management plan developed under this section, and ensure the coordinated implementation of the plan with respect to those activities;

"(13) identify all pollutants and water bodies for which development of maximum daily loads are necessary pursuant to section 303, and establish a schedule whereby all such total maximum daily loads and wasteload and load allocations shall be completed within 5 years of approval of a conservation and management plan pursuant to this section;

"(14) ensure that all permits issued under section 402 are current for significant dischargers within an estuary subject to a conservation and management plan, and that, if multiple dischargers affect a single segment of such estuary, the dischargers are placed on simultaneous permit issuance schedules to allow for efficient wasteload allocation;

"(15) ensure that if an estuary subject to a conservation and management plan is affected by combined sewer overflows, development and implementation of a combined sewer overflow abatement

1	plan is included in the conservation and manage-
2	ment plan; and
3	"(16) identify portions of the conservation and
4	management plan developed under this section which
5	should be included in a State coastal zone manage-
6	ment program approved under section 306(c) of the
7	Coastal Zone Management Act of 1972 and make
8	appropriate recommendations to the Governor and
9	the Under Secretary for that inclusion."; and
10	(12) in the matter following paragraph (15) (as
11	such paragraph is added by this subsection) by
12	striking "paragraph (7)" and inserting "paragraph
13	(10)".
14	(b) Fisheries and Wildlife.—
15	(1) Members of conference.—Section
16	320(c) of the Federal Water Pollution Control Act
17	(33 U.S.C. 1330(c)) is amended—
18	(A) in paragraph (3) by inserting "includ-
19	ing those Federal agencies with responsibility
20	for conserving and protecting living resources
21	including fish, shellfish, and wildlife," after
22	"Federal agency,"; and
23	(B) in paragraph (5) by inserting "includ-
24	ing the agricultural industry,'' after ''indus-
25	tries,''.

(2) Research.—Section 320(j)(2) of the Fed-1 2 eral Water Pollution Control Act (33 U.S.C. 1330(j)(2)) is amended by inserting "and the Direc-3 tor of the United States Fish and Wildlife Service" 5 after "Administration". 6 (c) Participation of Municipalities.—Section 320(c)(4) of the Federal Water Pollution Control Act (33 U.S.C. 1330(c)(4)) is amended by striking "local govern-8 ments" and inserting "municipalities". 10 (d) Participation of Environmental Organiza-TIONS.—Section 320(c)(5) of the Federal Water Pollution Control Act (33 U.S.C. 1330(c)(5)) is amended by insert-12 ing ", including environmental organizations" after "the general public". 14 (e) Duties of Members of Conference.—Sec-15 tion 320 of the Federal Water Pollution Control Act (33 U.S.C. 1330) is amended— 18 (1) by redesignating subsection (d) through (l) 19 in order as subsection (f), (g), (h), (i), (j), (k), (l), 20 (m), and (n); and 21 (2) by inserting after subsection (c) the follow-22 ing: "(d) Duties of Members.— 23 "(1) Administrator.— 24

"(A) IN GENERAL.—The Administrator shall provide necessary levels of funding and staff resources to carry out the functions of the Administrator related to the development, approval, implementation, and monitoring of a conservation and management plan under this section and of approved interim measures.

"(B) Analysis of federal needs.—Not later than 120 days after the date of the enactment of this subsection, the Comptroller General of the United States shall submit to the Congress and to the Administrator an analysis of the needs of the Environmental Protection Agency for additional personnel and administrative resources necessary to fully carry out its duties under this section. Such analysis shall include recommendations regarding necessary additional authorizations and appropriations.

"(C) POLICY AND TECHNICAL LIAISON.—
The Administrator or his or her designee shall, among other functions performed with respect to management conferences, serve as policy and technical liaison for all participants in management conferences.

"(2) Under Secretary.—The Under Sec-
retary of Commerce for Oceans and Atmosphere
shall provide the necessary levels of funding and
staff resources to carry out the functions of the
Under Secretary under this section, and shall coordi-
nate the activities of the Under Secretary with each
management conference convened under this section.
"(e) Guidance Document.—
"(1) In general.—Not later than 9 months
after the date of the enactment of this subsection,
the Administrator shall issue a guidance document
which establishes requirements for—
"(A) management conferences to follow in
developing, approving, implementing, and mon-
itoring conservation and management plans;
and
"(B) approving and implementing interim
actions to protect the water quality of the estu-
ary for which a conservation and management
plan is developed.
"(2) Publication of proposed docu-
MENT.—The Administrator shall publish a proposed
guidance document under this subsection by not
later than 6 months after the date of the enactment

of this subsection.".

1	(f) Management Conferences.—Section 320(g)
2	of the Federal Water Pollution Control Act, as redesig-
3	nated by subsection (c)(1), is amended to read as follows:
4	"(g) Period of Conference.—A management con-
5	ference convened under this section shall be convened for
6	a period of at least 5 years. Upon approval of a plan under
7	subsection (h), the Administrator shall, for purposes of
8	implementing the plan, extend a conference for an addi-
9	tional 5 years if the affected Governor or Governors con-
10	cur in the extension and the extension is necessary to meet
11	the requirements of this section and section 608.".
12	(g) Approval and Implementation of Conserva-
13	TION AND MANAGEMENT PLANS; PUBLIC REVIEW AND
14	COMMENT.—Section 320(h) of the Federal Water Pollu-
15	tion Control Act, as redesignated by subsection (c)(1), is
16	amended to read as follows:
17	"(h) Approval and Implementation of Plans
18	AND INTERIM ACTIONS.—
19	"(1) Approval of Plans.—Not later than 120
20	days after the date of the completion of a conserva-
21	tion and management plan and after providing for
22	public review and comment, the Administrator shall
23	approve such plan if—
24	"(A) it complies with any applicable guid-
25	ance document published under subsection (c);

1	"(B) it meets the requirements of this sec-
2	tion;
3	"(C) it specifies the implementation re-
4	sponsibilities, including funding responsibilities
5	and implementation schedules, of the Federal
6	Government and of State and local governments
7	that participated in the development of the
8	plan;
9	"(D) the affected Governor or Governors
10	concur; and
11	"(E) the affected Governor or Governors
12	certify that they have the authority to under-
13	take the actions called for in the plan.
14	"(2) Approval of interim actions.—The
15	Administrator shall approve an interim action to
16	protect the water quality of an estuary for which a
17	conservation and management plan is being devel-
18	oped if it meets the requirements set forth in para-
19	graph (1)(A) through (D).
20	"(3) Public review and comment.—The Ad-
21	ministrator shall, before approving a conservation
22	and management plan, publish in the Federal Reg-
23	ister a draft of the plan and provide an opportunity
24	for public review and comment on the plan.

1	"(4) Implementation.—Upon approval of a
2	conservation and management plan or interim ac-
3	tions under this section, the Administrator, as a
4	nondiscretionary duty, shall ensure that the Federal
5	responsibilities and commitments under the plan or
6	interim action are complied with and implemented in
7	accordance with the guidance document. The Admin-
8	istrator, in conjunction with and with the assistance
9	of the management conference, shall—
10	"(A) provide assistance to the management
11	conference, including administrative and tech-
12	nical assistance, for implementation of the plan
13	or interim action;
14	"(B) coordinate Federal programs nec-
15	essary for implementing the plan or interim
16	action;
17	"(C) make recommendations to the man-
18	agement conference on enforcement and tech-
19	nical assistance activities necessary to ensure
20	compliance with and implementation of the plan
21	or interim action;
22	"(D) collect and make available to the pub-
23	lic, publications and other forms of information
24	relating to implementation of the plan or in-
25	terim action; and

1	"(E) make grants under the authority pro-
2	vided by this title.

"(5) Funding.—Funds authorized to be appropriated under titles II and VI, section 319, and this section may be used in accordance with the applicable requirements of this Act to assist States with the implementation of such conservation and management plans. Funds authorized to be appropriated under section 319 and this section may also be used in accordance with the applicable requirements of this Act to assist States with the implementation of such interim actions.

"(6) Consistency.—Upon approval of a conservation and management plan or interim action under this section, each Federal agency activity identified pursuant to subsection (b)(10), with respect to such plan or interim action shall be conducted in a manner which is consistent with the enforceable requirement of the plan or interim action."

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